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SOCIETY OF WISCONSIN

816 STATE STREET MADISON, WISCONSIN 53706 / JAMES MORTON SMITH, DIRECTOR

*Division of Archives and Manuscripts*

NOV 28 1973

May 25, 1972

Mrs. Harriett C. Meloy, Librarian  
Montana Historical Society  
Helena, Montana 59601

Dear Harriett:

At long last here is the completed report. I hope it will do you some good. I also hope all of you will read it in the spirit in which it is written though I guess there is something in it to make everybody mad.

I have thoroughly enjoyed the whole project, but most of all those three fine days in Helena.

Sincerely,

*Jerry*

F. Gerald Ham  
State Archivist

FGH:dp

Enclosure

MONTANA STATE LIBRARY  
930 East Lyndale Avenue  
Helena, Montana 59601

MONTANA HISTORICAL SOCIETY: THE LIBRARY AND ARCHIVES PROGRAM  
REPORT AND RECOMMENDATIONS

By

F. Gerald Ham, State Archivist

The State Historical Society of Wisconsin

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## PREFACE

At the request of Mrs. Harriet Meloy, the Librarian of the Montana Historical Society, I have prepared a report and recommendations concerning the State's archives-records management and historical resources program. I visited the headquarters of the Society's Library Division in Helena on February 8-10, 1972 to study its current operations; evaluate its present functions, procedures, and holdings; and make recommendations regarding the Division's future development.

This report is based on data gathered from personal interviews with the director of the Society, Mr. Sam Gilluly, with Mrs. Meloy, and with members of her staff, particularly John Coleman and Brian Cockhill of the archives section. I also met with the State Controller, Mr. Doyle Saxby; with the Deputy Secretary of State, Ms. Gail De Walt; and with the State Librarian, Mr. David Hoffman.

The director's annual reports, the reports of the Librarian and the Archivist, and Society publications provided much useful information. Additional information was collected from the Revised Codes of Montana and the Laws of Montana; from publications of the Society of American Archivists' Committee on State and Local Records, including comparative data collected by that committee; and from Dr. Ernst Posner's research files for his study, American State Archives (1964).

I wish to thank Mr. Gilluly, Mrs. Meloy, Mr. Coleman, Mr. Cockhill, and other members of the staff for providing much of the data as well as many thoughtful suggestions for this report. If the writer has inadvertently misconstrued any of the information so freely given, he hopes that such misconstructions are minor and few.

Madison, Wisconsin  
May, 1972

F. Gerald Ham  
State Archivist

## ORGANIZATION OF LIBRARY AND ARCHIVAL ACTIVITIES

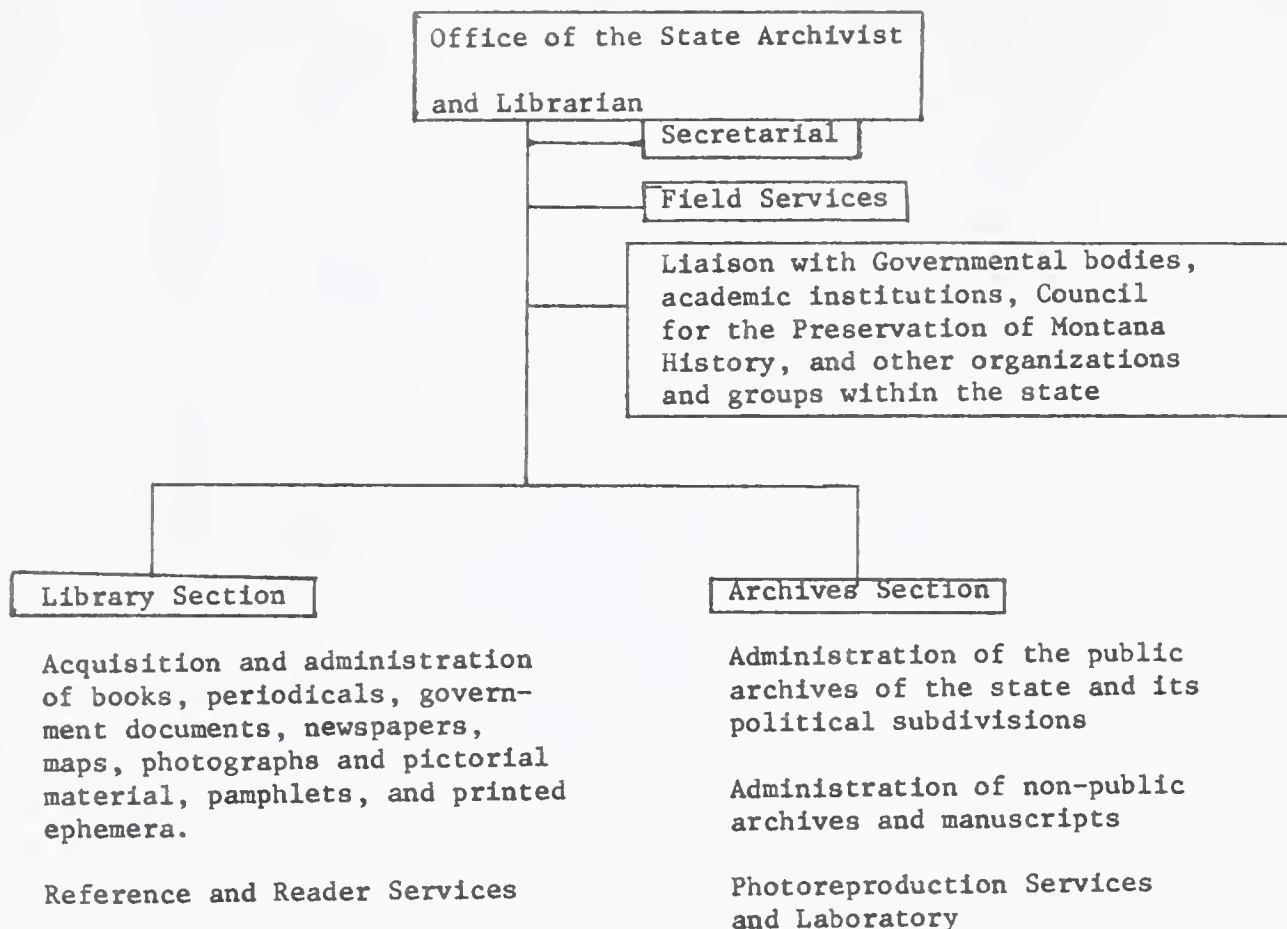
The Library Division is responsible for the acquisition, administration, and preservation of both published and unpublished historical resources relating primarily to Montana. In addition, the Library has recently assumed responsibility for the State's archives-records management program.

The basic organizational structure of the Division, combining the library and archives into a single, well-coordinated unit, should be retained. It has numerous advantages, especially considering the Division's limited staff and financial resources and the scope of its acquisitions program; it provides for highly efficient and flexible use of staff, facilities, and supplies. For example, it permits the library and the archives to use a common reading room, a common reference staff, and shared preservation and photoduplication facilities. Most importantly, it recognizes the interrelatedness of archives-library work and emphasizes the importance of the informational content of research materials rather than the type of media.

True, many archivists have argued, and still do, that the archives program should be operated as an independent unit, yet some of the most successful state historical resource centers have integrated the library and archives functions to provide more efficient and less expensive administration of their state's historical resources. These include the Michigan Historical Collections (University of Michigan), the West Virginia Collection (West Virginia University), and the Ohio Historical Society.

The following schematic chart, differing only in minor detail from current organizational structure, should meet the demands of the Division in carrying out its various programs and activities.

## ARCHIVES-LIBRARY DIVISION

Recommendations:

1. To reflect the increasing importance of the archives-manuscripts program and to best develop and coordinate all divisional activities, it is suggested that the head of the division should have the title and responsibilities of both Librarian and State Archivist (see position justification and qualifications on page 56).
2. To reflect the co-equal status of the archives function, the name of the Division should be changed to include Archives in the title, e.g., Archives-Library Division.



## ACQUISITION AND ADMINISTRATION OF LIBRARY RESOURCES

Acquisition Policy and Procedure

The State Legislature has given the Society a broad mandate in the acquisition and care of library resources: "To collect, assemble, arrange and preserve books, pamphlets, maps, charts, manuscripts, journals, diaries, papers,...photographs...and other materials illustrative of the history of Montana in particular and generally of the northwest and of the United States of America; to procure from pioneers and early settlers narratives of the events relative to the early settlement of Montana, the Indian occupancy, overland travel and immigration to the territories of the west; to gather... all such books, maps, writings, charts or other material as will tend to facilitate historical, scientific and antiquarian research;...to collect and to keep collections of newspaper files and to bind and carefully preserve all unbound books, manuscripts and newspaper files...."

Though useful, the above charge is too broad and a bit archaic; it is no substitute for a carefully articulated acquisitions policy. And this lack of a clearly defined policy is reflected in the Library's holdings. In addition to a fine collection of Montana-related material, the Library has fragmentary collections on world history, and on general American history and biography; incomplete files of such periodicals as Scribners, Harpers, Appletons, Century, and the National Geographic Magazine; and runs of bound and unbound historical journals which the Society receives through the exchange of the periodical, Montana: The Magazine of Western History with other historical societies. These holdings are so fragmentary that they are of little use to researchers. For example, unless the Library intends to build a basic collection of material on Ohio, it makes little sense to keep a file of Ohio History.

This lack of definition is also evident in the Library's acquisitions procedures. The Library has no separate book budget though this has posed no problem to date, for most of the Society's acquisitions are gifts. The staff does comb book dealers' catalogs for needed Montana items, yet one gets a distinct impression (in the absence of statistical data on library acquisitions) that the Library lacks an aggressive acquisitions program and that the staff has not made any systematic attempt to identify gaps and weaknesses within the book collection.

#### Recommendations:

1. The Library should develop, within the scope of Montana history, life, and culture, a more aggressive and cohesive acquisitions policy and program. Acquisitions generally should be limited to Montana-related materials and to certain national subject areas as they relate to the state and region. These subject areas include mining, ranching, labor and Indian life and culture. Greater effort should be made to identify and fill gaps in the Library's holdings.
2. Particularly as shelf space is needed, books, periodicals, and other materials now cataloged in the stacks, as well as new gift acquisitions which are not within the geographic or subject parameters of the Library's holdings, should be placed in a special gifts, exchange, and sale section of the stacks. This material should eventually be disposed of to the best advantage of the Library.

#### The Book Collection:

All books are cataloged "with some Cuttering" by the Dewey classification system. This method is quite adequate for the Library's needs particularly when one considers that the collection is non-browsing and that relatively few items are added annually to the collection. Dewey classification, in the past, also has been applied to manuscripts, pamphlets, and general ephemera,

a practice that should be discontinued for reasons considered later.

The Library occasionally receives notable donations such as the Teakle collection on ranching, and the Mary Perkins and Edgar I. Stewart collections on George A. Custer. Often such collections are accepted with the stipulation that they will be kept physically together as a unit, and that few, if any items, can be separated from the collection. Most librarians heartily discourage this practice, for it makes it difficult to preserve classification integrity; contributes to an unnecessary duplication of material; and saddles the library with materials that are extraneous to the overall collection. Granted, there may be cases where a collection is of such great value that it is prudent to agree to keep it as a unit. But in most cases where the donor wishes to preserve the integrity of his donation, the library can accomplish this by preparing a brief inventory of the collection and then by identifying each item to be retained with a special book plate bearing the donor's name. If this is done, the material can then be physically integrated with the regular printed collection.

#### Government Documents:

The Library maintains a complete file of all published documents and other issuances of the State government. Two copies of each item are received through the State Library's government documents distribution system or, more often, directly from the State agencies themselves. Generally, the Library maintains good bibliographic control over this collection. In the past, however, the Library accumulated literally scores of duplicates of certain state documents which were scattered throughout the Library stacks; these duplicates are now being disposed of.

For federal documents, the Library does not have, nor does it need, full depository status. Correctly, it receives only those items of particular

relevance to Montana, including census and other demographic material, documents on mining, publications from the Bureau of Ethnology, and United States Geological Survey materials. The Library also has a serial set of federal documents which should probably be retained. With the exception of a few very frequently used documents, the Library does not catalog federal documents, and to date this lack of cataloging has posed no problem.

Recommendations:

1. As a much needed public service, the Library should expand its present limited interlibrary loan of state documents. Should this service be expanded, the Library might consider keeping a third set of major state documents for interlibrary loan use.
2. The Library in the past has made little or no attempt to collect published county and municipal public documents. It should now contact all county and municipal officials and governmental units and request that the Library be placed on their mailing list for all publications. The Library should also attempt to acquire back files of such publications.

The Newspaper Collection:

The Society has an impressive collection of state newspapers dating back to the publication of the first territorial newspaper. Currently the Library receives all state weekly newspapers and all but one or two dailies. These subscriptions are, I believe, complimentary.

These files are the Library's most intensively used resource, and to facilitate their use the Library maintains an excellent newspaper catalog arranged alphabetically by town and thereunder by the title of the paper. The catalog card also indicates if the Library holds the original and/or the microfilm copy. To further stimulate use of this collection and to provide

an important aid to researchers, the Librarian has given top priority to the compilation and publication of a guide to the collection.

The Library has a continuing program to microfilm its total newspaper collection. All current newspapers are being microfilmed and the Library, as funds permit, is making substantial progress on the filming of back files. Most newspaper microfilming is done commercially. Unfortunately, before filming the staff does not attempt to collate a file for missing issues, nor is any attempt made to locate missing issues. Neither does the Library hold positive prints of all microfilmed files and researchers are permitted to use the master negative copy, a practice that can damage the archival quality of the master negative.

I noticed several instances where the Library maintained not only the microfilm copy but also the original newspaper file. This practice makes sense for the earlier territorial papers and those titles printed on rag paper, but not for those papers printed on deteriorating wood pulp stock. In addition, I noticed one case where the Library has retained two files of a single title already on microfilm.

Recommendations:

1. As already planned, the publication of a guide to the newspaper collection should receive high priority.
2. As funds are available the Library should acquire positive microfilms to all files that have been filmed. Research use of the master negative microfilm should be prohibited to protect its archival quality.
3. Through a more liberal interlibrary loan policy, the Society should make available positive copies of newspapers on microfilm to libraries throughout the state. This loan involves no risk to the Society, for any positive can be replaced at the expense of the borrower.



4. A concerted effort should be made to catalog the many reels of newspaper microfilms now stored in the microfilm editing area.
5. The staff should collate newspapers for missing issues and attempt to locate such issues before the file is microfilmed.
6. Original files printed on wood pulp stock that have been filmed should be discarded.
7. Though not essential, the attractiveness of the microfilm files would be enhanced by the use of an attractively designed microfilm box imprinted with the Society's seal and by the use of a uniform box label.

#### Pamphlets and Ephemera:

The Library makes some effort to collect pamphlets, broadsides, newsletters, circulars, annual reports, advertising material, and other issuances from political, cultural, social, religious, and commercial associations and organizations within the state. Even greater attention should be given to collecting this type of important material for, at least in the past, its ephemeral character has made it difficult to locate and preserve. Most of this material is available free of charge upon request.

Some of this material, particularly pamphlets, has already been cataloged; a good deal more can be found in the manuscript collections. To provide simplified control and retrieval as well as to better preserve this material, the Library should organize it in the following manner:

#### Recommendations:

1. Rather than integrate the pamphlets, annual reports, newsletters and other ephemera into the regular book or periodical collection, the Library should set up a separate pamphlet-ephemera file. The components of this file are letter or legal size document boxes (Hollinger # 12510 and # 15510) and legal or letter size file folders. Though the material

is cataloged through traditional descriptive cataloging techniques, this system does not use a classification number but rather a notational system. Each pamphlet is assigned a consecutive number (e.g. Pam 1, Pam 2, etc.); the item is then placed in a folder which is given a corresponding number; and the folder is placed in a document box; a label on the box indicates the numerical sequence of the pamphlets filed therein.

E.g.:

Pamphlet File Pamphlets #1-11  Box 1
---

Pamphlet File Pamphlets #110-124  Box 10
---

By placing each item, rather than a group of pamphlets, in a single folder, the chance of damage to this often fragile type of material is greatly reduced, and retrieval and reshelving are greatly simplified.

2. Pamphlets and other ephemera in poor condition should be restored by lamination. A less expensive alternative is to make a Xerox copy of a deteriorating item for reader use and to restrict the use of the original until it can be restored.
3. Many manuscript collections have pamphlet and ephemeral material which can best be controlled and cataloged by the above system rather than by the manuscript collection inventory. In those cases where the separation of such material would impair the integrity of a collection, the processor should make a list of separated items and attach the list to the collection inventory. He should also mark the separated item in pencil with the manuscript collection number and then transfer the item to the Library. This method thus allows the archivist to both physically separate material and maintain collection integrity. It also gives the Library control

over material that otherwise would remain buried in a manuscript collection.

4. Oversized ephemera such as broadsides and posters should be foldered and stored in large flat storage boxes. If necessary, a separate notational system may be devised for this material.

#### Maps and Atlases:

Little information is available about the richness of the Library's map collection which the Librarian has reported "is sorely in need of cataloging." From my observations, the Library appears to have a rather substantial collection of maps dealing with the State and the adjacent region.

Many of these maps are badly in need of repair and restoration, and they lack adequate storage facilities. While some are stored in standard map cabinets, others are kept in the manuscript collections; others, such as the important Sanborn Insurance maps, are stored in cartons; and the roller maps are hung on the third stack level.

Further, no acquisition effort is made to enrich the collection. Even if a Montana map were listed in a dealer's catalog, the staff would have no way of determining with any certainty if the Library already had a copy.

#### Recommendations:

1. The cataloging of the Library's map collection should be one of the first technical processing priorities. Several cataloging systems are available, including the ALA's Anglo-American Cataloging Rules, the Library of Congress' Classification, Class G, and the American Geographical Society's Cataloging and Filing Rules. All these systems describe the essential information needed for adequate map cataloging. Cataloging of current acquisitions may also be facilitated by the use of MARC



map cards which are available through subscription to the Library of Congress proof sheets.

2. Those maps in need of repair and restoration as well as those that receive inordinately heavy use should be identified and, as finances permit, they should be laminated by either the William J. Barrow Laboratory at the Virginia State Library or another reputable restoration laboratory.
3. All maps should be placed in acid-free folders and stored flat. This includes the large roller maps, many of which will have to be quartered. Permalife and the B. W. Wilson Company both offer a wide range of map folder sizes.
4. To efficiently use expensive map storage cabinets, maps should be stored in at least two sizes: full and half drawer. In cataloging maps, no attempt should be made to assign classification numbers in order to group and store maps by geographic area, time period, or any other logical sequence. The catalog will do this. Rather the map drawers should be sequentially numbered and the maps should be given a location number such as D1M1(Drawer 1, Map 1). This symbol should be placed on both the catalog card and the map folder. This efficient map storage system will permit the addition of new maps without interfiling; cataloged maps in any given drawer once it is full will not have to be redistributed to make room for new additions. And the maps will be easier to locate and service. The map cases should be brought together into a single map area and as additional map storage is needed, the many non-map items now stored in map cabinets can be removed and stored by less expensive means.

### Photographs and Pictorial Material:

The Library's distinguished collection of over 25,000 prints, pictures, and photographs, is one of the Society's most widely known and heavily used resources. Commenting on the collection, a recent researcher wrote: "It was a great pleasure working in something as well-run as your operation... and now, 23 states later [I] still believe your photo library is one of the best." The collection is housed in 13 file cabinets and two map cases on the fifth stack level and is maintained by a paraprofessional who devotes two days a week to the collection. One of the Society's highest personnel priorities is to employ a full-time curator to supervise the care and development of this collection as well as to direct the Library's microfilm operation.

### Recommendations:

1. With minor modifications, the present alphabetical and self-indexing system of arranging photographs should be continued; a major exception is a collection originating from a special project or event that warrants being maintained as an archival unit. In those cases where a collection consists of both prints and copy negatives, the prints should be filed under the self-indexing system, while the negatives should be maintained as a unit.
2. The present file storage of photographs is satisfactory, but many curators of pictorial material now recommend a document box and envelope system similar to the one recommended for pamphlets and ephemera. The best envelopes for photographs are 9" by 12" acid-free Permalife. Storing photographs by this system has many advantages: the researcher can use a small segment of the file in the reading room rather than using the total files in the stacks;

document boxes make more efficient use of stack space, for unlike file cabinets, they can be shelved; the document box system also makes file expansion easier, for the curator need only add a new box when needed rather than rearrange a whole file drawer or cabinet; the system provides for more convenient grouping of subjects within an alphabetical file and for more precise labelling of box contents. This document box and envelope system is superior to file cabinets in every way except for speed of access.

3. Most curators recommend that copy negatives should be filed separately from the original photograph. These negatives should be filed in acid-free negative jackets (Permalife) and may be numbered consecutively and cross-referenced to the original photograph by noting the copy negative file number on the back of the original photograph.
4. As additional metal map cabinets are needed for the map collection, oversized photographs should be removed from the map cabinets and filed in acid-free flat storage boxes. To maintain the self-indexing format of the main alphabetical file, a reduced but inexpensive copy of all oversized material can be filed in the main file with a cross-reference on the back of the copy to the oversized original.
5. All information concerning the identification of the photograph, its provenance, and any cross reference information should be printed on a card and attached to the back of the original photograph with a 3-M adhesive tape #810. The use of rubber cement, of most pressure-sensitive adhesives, and of ink should be prohibited. Information can also be entered on the back of most photographs with a soft pencil (#1 or #2) when the photograph is placed on the slab of glass.
6. Efforts should continue to identify and restore or copy all fading

and deteriorating photographs in the collection.

7. The Library should develop a file of literature dealing with the organization, care, and preservation of photographic material. Particularly, the Library should have a copy of Paul Vanderbilt's "Filing Your Photographs: Some Basic Procedures," AASLH, Technical Leaflet No. 36, History News (June 1966), and the chapter "Still Pictures and Other Pictorial Records," in Frank B. Evans, Administration of Modern Archives: A Select Bibliographic Guide (Washington, 1970).
8. Though it is desirable to keep the cost of photographic reproduction as low as possible for the general researcher, the Library should develop a special fee schedule for those photographs that are used for commercial purposes and publications. A survey of such fees is available from the State Historical Society of Wisconsin.
9. Unless there is a compelling reason why photographs should remain with the collection, they should be separated from archival collections and transferred to the photograph collection. A record of such transfers should be attached to the inventory separation sheet and each photograph marked with the archival collection number.

#### Newspaper Clippings:

The Library maintains a large file of newspaper clippings in five 4-drawer filing cabinets in the crowded work area behind the registration-circulation desk. Although this alphabetically arranged file has provided a useful and ready source of reference for term papers and other brief research projects, it should be discontinued. It is time-consuming to maintain and lacks the comprehensiveness for most thorough research projects; and most patrons with any research experience can readily find much

of the material in the general newspaper files. I know of no large historical libraries that can afford to maintain such a file; while many smaller historical libraries do keep such files, it is usually to the detriment of more basic library and archival activities.

Recommendations:

1. Given other more important staff priorities, the newspaper clipping file should be discontinued, at least for the present.
2. The materials in the filing cabinets should be stored in the stacks by use of the same system recommended for pamphlets and photographs.

## PUBLIC ARCHIVES AND RECORDS MANAGEMENT PROGRAM

Montana has been one of the last states to make any provision for the proper disposition and preservation of its non-current public records through a comprehensive archives-records management program. In 1969 the Legislature passed an act creating a state archives in the Historical Society and charging the Society with the responsibility for instituting a records management program. Though the act provides for a state archivist, one hasn't been appointed; nonetheless, the archives staff has made commendable progress in accessioning and organizing the State's permanently valuable records. Little or nothing has been done to institute a modern records management program.

Statutory Authority:

The legal authority for the State's archives-records management program is based principally upon sections 82-3311 through 82-3313 and sections 82-3207 through 82-3209 of the Revised Code of Montana, 1947 (1971 Revision) which provides for the current management of records; defines public records; spells out the method for the disposal of non-current records; and provides for the creation of a state archives as well as the appointment and duties of the state archivist. Other sections of the Code pertain to the preservation of the records of the Grand Army of the Republic and the United Spanish-American War Veterans; the record keeping functions and responsibilities of the Secretary of State; the destruction of certain tax records; the creation of a microfilm division in the Historical Society; and other aspects of public record activity.

Taken together these provisions provide a cumbersome but workable basis for a state records management-archives program. Some of the provisions are conflicting and in general the statutes lack cohesion.



Recommendations:

1. Though not absolutely essential, it would be highly desirable to draft a new state archives and records act that would clarify and bring together in one chapter all general laws relating to this activity. With the assistance of the Society's archives staff, the Department of Administration should draft such an act.
2. The act should extend the State records authority to all branches of government, including the State's political subdivisions.
3. The act should deal with the safeguarding of records essential to the continuity of government and to the protection of the rights of its citizens in time of disaster.
4. The act should set standards for the micro-reproduction of permanently valuable records.
5. The act should expand the definition of public records to include electronic data processing records.
6. The act should include provision for the replevin of public records that have been illegally removed from official custody.
7. The act should provide that the state archivist have an official seal and have the authority to certify copies of records in his custody.
8. To permit the transfer of confidential records to the archives the act should include a statement to the effect that records which have a confidential character while in the possession of the original custodian shall retain such confidential character after transfer to the archives unless the state archivist, with the concurrence of the original custodian, determines that such records shall be made accessible to the public under such proper and reasonable rules as the historical society adopts.

9. The act should provide for the creation of a public records board to approve all requests for records disposition and to act as an advisory and rule-making body for the state's archives-records management program. The state archivist should be a member of such a board, possibly serving as its secretary; his affirmative vote should be required for the destruction of any records.

Other statutory changes are recommended in following sections of this report.

#### Records Management:

The principal drawback to an effective records program, however, comes not from the statutes, but rather from the low priority the State has traditionally assigned archives and records management, and the State's unwillingness to fund such a program. The Legislative Council's 1962 report on Executive Reorganization noted that the State's "approach to records management is a negative one--the sole function of the committee is to authorize (or prohibit) the destruction of state records." The report further noted that the "law undoubtedly prevents the destruction of the most valuable records," but "because the initiative is vested in the department head to request permission to destroy records, many unnecessary records are probably retained." The report continued, "There is no guarantee that valuable records are properly stored and indexed by administrators."

The Council's recommendations were partially enacted into law with the passage of Senate Bill No. 10, Chapter No. 271 Montana Session Laws 1963. For the first time, a legislative act defined public records. The law also assigned the records management function to the Department of Administration under the supervision of the controller, and provided procedures for the destruction of public records. But to date no records management program



has been instituted, and the Council's observations are equally valid today.

In 1969 the situation was further confused when the records management function was assigned by the Legislature to the Society without repealing the statute which had previously given this responsibility to the Department of Administration. The Society, lacking both staff and financial resources to carry out even a minimal archives program, could hardly have been expected to administer the State's records management activity.

Statistics on records disposition only underscore the continuing failure of the State to provide any effective solution to the records management problem. From 1953, when the State Records Committee was set up, through 1971, only 83 requests resulting in the disposition of less than 35,000 cubic feet of records were approved. Today the backlog of non-current records occupying needed office space has reached alarming proportions. The author of this report in a letter of February 25, 1972 to the Director of the Department of Administration outlined procedures for a crash program of records inventorying and disposition to provide temporary relief.

But this temporary expedient is no substitute for a comprehensive and permanent records program that will provide retention schedules for all state records. In addition, such a program should include correspondence and forms management, file operations management, office space and equipment management, centralized microfilming operations, records center operation, and a vital (or essential) records program. The necessity for such a comprehensive records program as a means of improving efficiency and economy in government administration has been so amply demonstrated in other states that no further justification is needed in this report.

The basic question then is not whether Montana can afford such a program but rather who should administer the program. In the past, many archivists

have argued, rather speciously in my opinion, that "inasmuch as the management of records, while current and semicurrent, and the preservation of those with permanent or long-term value are essentially one task, responsibility for both is best vested in the same agency." This pattern of a combined archives-records management program was established by the federal government in creating the National Archives and Records Service. But for most states, this model has not worked. The continued sophistication and broadening scope of records management activities and the increasing use of electronic data processing systems in government administration has led state after state to separate the records management function from the archival activity and to assign it to the agency most concerned with efficient governmental administration, the Department of Administration. This has been the pattern in California, Minnesota, Wisconsin, and even in North Carolina which had the most highly regarded and distinguished archives-records management program in the United States. Today an increasing number of state historical societies serve as the state's archival agency; none exercise a records management responsibility.

While recognizing the necessity for close cooperation with records managers in the records disposition process, more and more state archivists have come to realize that the objectives of one are quite different from those of the other. Where the records manager is primarily concerned with the efficient creation, current use and disposition of records, the archivist is basically concerned with identifying and preserving those records having long term cultural value.

Persuasive as these reasons may be for assigning the records management responsibility to the Department of Administration, there is an even more compelling reason: financial resources. If Montana's past performance is

any guide to the future, it is highly improbable that the Historical Society will be appropriated sufficient funds to attract competent records management personnel and to support a comprehensive records management operation. Judging from the Library's salary budget for the last two biennia, the 1969 act is just another example (like the creation of the state microfilm facility at the Society in 1955) of the Legislature assigning program responsibilities without providing the financial resources to carry out the program. From 1968-69 through 1970-71, the Library's salary budget was increased by a meager \$15,000 and much of this was for salary increases.

One thing is clear: departments of administration have a good record of success in the records management area; historical societies show nothing but a record of failure.

Recommendations:

1. The records management function, upon completion of the current inventory project, should be permanently assigned to the Department of Administration as recommended in the 1962 report of the Legislative Council.
2. In making this assignment, the Legislature should rectify the conflict between statutes 82-3311 and 82-3209 R.M.C. 1947.
3. The Department of Administration should set up a special study group, including representatives from the archives staff, to examine the organizational structure and operation of such well-regarded records management programs as those of California, Florida, North Carolina, and Wisconsin. This group should then draw up a program suitable for Montana's needs based on a study of these and other programs.

4. The Department of Administration should acquire as soon as possible a low cost storage facility suitable for a records center operation.

Records of the Secretary of State:

The Secretary of State has served as the keeper of many of the state's most important historical and essential papers including legislative records, corporation records, notarial records, election records, and other important series of documents including the State's constitution. In Montana, as in many other states, the secretary's statutory and constitutional authority, as the state's record keeper, predates the advent of a modern state archival program, and recognizing this fact, many secretaries of state have turned their non-current holdings over to the state archives. In Wisconsin, for example, the Secretary of State assisted the Historical Society in changing the statute to authorize the Public Records Board to transfer to the Society all permanently valuable records including "records and reproductions which the custodian thereof has been specifically directed by statute to preserve or keep in his office." [Italics added] Wisconsin Statutes, 1969, 16.80(13).

True, the documents in the Secretary's office at Helena are generally well-organized and preserved in clean and well-lighted stacks, but objectively there can be no question that these records logically belong with the State's other archival holdings. Additionally, in what would amount to a further fragmentation of the State's public records program, the Secretary of State has requested funds for the 1973-75 biennium to set up a microfilming operation; he has also requested additional vault space (Great Falls Tribune, Jan. 22, 1972). This would be unnecessary if the State had a centralized microfilm laboratory and if the non-current records now in his vaults were transferred to the archives.

Recommendations:

1. The Secretary of State and the Director of the Historical Society should work together in drafting a statutory change that would permit the legal transfer of the Secretary of State's non-current records to the archives.
2. Should the political and legal obstacles to such a statutory change be insurmountable, the Director and the Secretary should attempt to effect a physical transfer of the records to the archives on the basis of an indefinite deposit. This would permit the Secretary to retain legal custody while providing for archival care and research use of the records.
3. The State constitution, which is badly in need of repair and restoration, should be transported in a most secure way to the William J. Barrow Laboratory for lamination. It should then be properly enclosed and exhibited at either the Society or the State Capitol for the benefit of Montana's citizens.

County, City, Town, and School District Records:

A glaring defect in the State's public records program is the almost total neglect of the non-current records of counties and other local governmental units. Not only do these records contain important "grassroots" information on the history of the State, but researchers in the social sciences and the humanities using newer research techniques involving data quantification and analysis have found many of these records to be of great significance. Many of these important records have been destroyed through official neglect, by fire, or through improper storage. Some have been turned over to local historical societies and to the state universities; the Society has also acquired a few important fragments.



The major obstacle to even a minimal county and local records program is the lack of legal provision for review by an archival authority of the disposition of public records. Current statutes (59-514, 59-515, and 59-516 R.M.C. 1947) permit any county, town, city, or school officer to "destroy old worthless reports, papers or records in his office that have served their purpose and that are substantiated by permanent records." But who determines the value of these records and can order their destruction? Not a trained archivist, but rather the board of county commissioners, the school board of trustees, or the city or town council or commission with the approval of the state examiner. There is no statutory provision for the transfer of permanently valuable local records to an official archival repository; it would seem that local records of permanent value are to be retained indefinitely by the local governmental unit. I suspect that in this situation many a local official who has run out of storage space has simply discarded official records. In an attempt to correct this situation, the head archivist has met with the state association of county officials to discuss the problem of disposition and preservation of non-current records.

Recommendations:

1. Sections 59-514, 59-515 and 59-516 R.M.C. 1947 should be amended to require the approval of the state archivist before any county or local records can be destroyed. The statutes should also be amended to permit all local officials to transfer to the state archives those records no longer needed for current administrative or legal purposes but judged by the state archivist to be of permanent value.
2. Such legislation can be passed only with the support and cooperation of local governmental officials. The Society's director and members

of the archives staff should, therefore, work with the state associations of county, municipal, and school officials in drafting amendments to the above statutes. In addition, the archives staff should work with local officials in developing a program for the disposition and preservation of their non-current records.

3. As an interim measure, the archives staff should send a letter to all local officials explaining the importance of local records for research; of the need to preserve these records; and of the limited assistance the Society can offer in helping them to identify, inventory, and transfer such records to the state archives.
4. The archives staff should also investigate the system of regional depositories now used by such states as Ohio, Michigan, Minnesota, Texas and Wisconsin to preserve and administer county and local records. This system permits the state archives, while retaining legal custody and control of county and local public records, to return these records to their area of origin, where they are likely to be more intensively used.

#### The Administration of State Archives:

The archives staff has already begun to implement many of the functions that provide for the proper accessioning, organization, preservation, and use of the State's archival resources. These functions include records appraisal, initial physical and bibliographic control, and arrangement and description.

##### A. Records appraisal.

The archivist's most important and intellectually demanding activity is

the appraisal and analysis of records to determine their appropriate disposition. The archivist who determines whether records have sufficient administrative, legal, or research value to merit preservation must not only have the kind of data resulting from the comprehensive records inventory now under way; but must also have an extensive knowledge of the administrative history of state government; of the particular agency whose records he is appraising; of all statutory provisions pertaining to public records; of record keeping systems and practices; and of the state's history and development. Further, the archivist must take into consideration the total documentation of an agency, both published and unpublished, and he must determine the relationship of that documentation to the documentation of other agencies and to non-governmental sources of information. Above all else, the archivist must be knowledgeable about scholarly research patterns and needs, particularly in history and the social sciences.

With so many demands now being made on the archives staff, it is not surprising that either little time and careful analysis are given to records appraisal, or that current appraisal practices are at best superficial. Upon receipt of an "Application for Authority to Destroy Public Records," the archivist does contact agency personnel for information upon which to base his decision regarding the disposition of the record; yet, for less than 25 percent of disposal requests, does he actually inspect the records scheduled for destruction.

#### Recommendations:

1. Montana desperately needs assistance in the area of sound appraisal techniques and judgment which cannot be gotten from a book or even a report such as this. It will come only with the appointment of a state archivist with years of experience in records appraisal and



selection. When such a person is appointed his first priority must be the development and implementation of appraisal standards.

2. The archivist is the State's professional expert and arbiter in all matters concerning permanent records. All records disposal authorizations must be sent to him for his review along with a sample of the records described in the disposal list; his signature of approval must be required on the disposition request; and he must have the right to inspect any records scheduled for disposition. In addition to seeking the advice of agency records personnel on the administrative, legal, and fiscal value of the records, the state archivist, when necessary, should consult with scholars on the potential research value of the records.

B. Initial physical and bibliographic control of records.

With present staff resources it will be some time before all accessions can be completely arranged and described. In the meantime, the staff must prevent further deterioration of the records. The staff will also need access to the archival holdings to facilitate reference requests from State agencies and to make the records available to the public.

Much progress has been made in this area but the Society has in its "custody" in the archives and in the library stack areas records that are barely under minimal control. Some have never been accessioned or preliminarily processed; some are not listed in the guide, Manuscripts in Montana Repositories. The staff lacks any information as to how certain series came into archival custody; and what accessioning informa-

tion does exist for some of these series, so I was told, is "only in the archivist's head." These records include territorial licenses and tax receipts; state prison records; receipts and other records of the Livestock Sanitary Board; records of the Commission on the Reorganization of State Government ("Little Hoover Commission"); Board of Regents records from the University of Montana; and records of the Territorial Centennial Commission. There appears to be little or no value to some of these records, particularly those of the Territorial Auditor, receipts of the Livestock Sanitary Commission, and bounty vouchers (already recorded in bound volumes located in the archives stacks). The records are not readily available for use and are stored in assorted cartons, transfer cases, or just piled on the floor.

A good accessioning and preliminary inventorying program, however, will remedy this situation. It will enable the staff, with a minimum of time and effort to know precisely what it has, how it received the material, and where it is located. The archivists will then be better able to systematically attack the more demanding tasks of arrangement and description. The data from a good initial control program will enable the archivist to establish more valid processing priorities; to assign work on the basis of a particular processor's interests and abilities; to accumulate important statistical data to justify program and staff expansion; to measure staff accomplishments statistically; and to judge how well the staff is keeping up with the unorganized backlog of records. But above all else, the archivist will have immediate access to all his holdings. As the temporary catalog cards and the preliminary entries in the Guide show, the staff has already taken significant steps in this direction. Still, the archives' program of initial control needs to be further systematized.

The first step in the accessioning process involves the legal and physical

transfer of records to the archives from the agency of origin. Such transfers will be vastly simplified when there is a records management program that will provide the archives with a steady flow of records through the operation of approved retention and disposal schedules.

The transfer of custody must be fully documented. Many archives keep this documentation in an agency accession file which is arranged alphabetically by title of the agency. This file should include a copy of the "Application for Authority to Destroy Public Records"; letters from the attorney general, the director of the Historical Society, and the director of the Department of Administration approving the records transfer to the archives; transmittal lists; documentation relating to the confidentiality of records; information relating to the provenance of the records; and other information that will be of assistance in organizing the records.

Currently, the archivists do offer to assist an agency with the packing and physical transfer of records; this is a good practice and should be continued until a record center program is in operation. Such assistance not only gives the staff a fine opportunity to meet with agency records officers, but more importantly, it can be of great help in identifying the provenance and title of older records. It is also a good precautionary measure to insure that the records reach the archives in some semblance of original order.

An effort should be made by the archives staff to acquire those important records retained by an agency which are in poor physical condition or which are retained for an unduly long period of time.

When older and deteriorating records are received the archivists should use an aerosol spray disinfectant to kill any vermin that may be lodged in the records and surface dirt should be removed from the records with a hand vacuum cleaner.

At the receiving stage the archives staff should do some pre-sorting,

particularly if the records arrive in disorganized or poor file order or in unsatisfactory cartons. The archivist should attempt to identify all series, weed out duplicate and non-records material and records that obviously have no value. The records should then be reboxed in record center cartons (Paige Miracle boxes). The cartons should be marked with an accession number and with a box number that indicates the box sequence, i.e. Box 1, of 1, Box 10 of 12, etc. It is desirable also to mark the name of the originating agency and the title of the records on each carton.

The cartons should then be shelved and their location entered on a card locator or on the temporary catalog card and possibly in the accessions register. Many archives find it convenient to set aside a portion of the stacks for unorganized accessions.

As part of these initial procedures an accessions register or log should be set up; this is an administrative record whose primary purpose is to provide a brief but permanent record of material coming into the archives. For each accession the register should include the date of receipt, the accession number, the records disposal authorization number or some other notation of the authority by which the records were transferred, the name of the agency from which the records were received, a brief title of the record, and the inclusive dates and physical volume of the accession. The register not only documents when and how the archives received an accession, but provides, in a concise form, statistics on the number and volume of accessions received during a given period.

To provide initial descriptive control and to facilitate the immediate use and retrieval of the records, the archivists should continue to prepare a temporary catalog card for each incoming series or accession such as those listed in the archivist's report of March 31, 1972 (Addendum No. 5). In some instances, particularly with major administrative subject files or papers of a high level

administrator, it may be necessary to prepare a preliminary inventory or box content list.

If all the above steps are carried out, the archivists, without making a heavy investment of time in the more demanding and detailed work of final arrangement and description, will have their holdings under good control so that they can be used.

Recommendations:

1. All state records in the library stacks should be removed to the archives proper. These records, as well as many now piled on the floor in the archives should be properly accessioned, subjected to the same appraisal procedures as those recommended for the disposition of other state records, and brought under the same initial control as incoming accessions.
2. In general, all accessions should be brought under initial accession and preliminary descriptive control before the more detailed work of final arrangement and description is begun on any record series.

Arrangement and Description:

From an examination of the records of the 39th Montana Legislative Assembly, the work of final arrangement and description is of a high order. The record arrangement was clear and logical and the description was precise and not unduly detailed. In short, the inventory provides the researcher with sufficient information to easily facilitate his use of the records.

With the great bulk of final arrangement and description still to be done, now is the time for the archives staff to seriously consider abandoning the record group system by which they now organize the records of a given agency. Increasingly in recent years the record group concept as used in providing an organizational framework for archival arrangement has come under attack for being too inflexible and not accurately reflecting the administrative or



functional origins of the records. Rather the basic unit in archival arrangement should be the record series. By using the record series as the basic organizational unit the archivist has a system that is flexible, simple, and one that is generally unaffected by the reorganization of government agencies. I would recommend that record series be numbered sequentially as they are processed without regard to their administrative origin.

In the past many archivists have attempted to shelve all the record series from a particular agency in a sequential manner. There is no real advantage to such a shelving arrangement but there are two major disadvantages: first, the archivist must either leave large gaps for future accessions which are unpredictable; or second, if gaps are not provided, the holdings must constantly be reshifted each time a record series is added to the archives simply to preserve the sequential order of the series. Relationships among the record series of an agency and the relationship of the records of one agency to another are not provided, as some archivists seem to think, by a shelving arrangement, but by the way the series descriptions are arranged and structured in an inventory to the agency's records or in a descriptive guide to the total holdings of the archives.

Recommendations:

1. The record series, rather than the record group, should be used as the basic organizational unit for archival records.
2. A record series locator system should be established in shelving archival records.

## COLLECTION AND ADMINISTRATION OF NON-PUBLIC ARCHIVES

Collection Development:

With the appointment of an archivist in 1967, the Society has attempted to upgrade its program to identify and acquire important collections of private papers and records. There is a lack of statistical data that is comparable to accurately assess the effectiveness of this effort. Several sources did admit, however, that the field service function is relatively inactive. For the most part, collecting consists primarily of an archivist picking up material that has been offered to the Society. No real effort has been made to actively seek out the various kinds of records that will provide the broad base of documentation necessary for future research needs. Consequently, several important collections have been lost to the trash collector; others have been acquired by out-of-state depositories such as the University of Wyoming; others are being accessioned by the University of Montana, which at its present rate of acquisition, will replace the Society as the State's major historical resource center.

The passive character of the Society's collecting program has also resulted in a fragmented and distorted research base. An analysis of the Society's holdings listed in Manuscripts Collections in Montana Repositories reveals that the Society has several collections on mining, merchantile operations, banking, pioneer settlement, military life, and local history. There is, however, a dearth of substantive documentation on laboring classes and labor unions, education, cultural affairs, religion and church organizations, railroads and transportation, and Indians and other ethnic groups. There are few collections of modern political figures and almost no collections in the field of literature. There is very little documentation on urban life; on social welfare; and on major political, economic, and other institutional organizations which have had a

powerful impact on the State's history.

Indeed, a second characteristic of the Society's holdings is the lack of contemporary collections. Most of the material in the guide predates the First World War, primarily covering the period 1865-1910.

A third characteristic is the fragmentary character of much of the Society's unpublished holdings. Many collections consist of such items as a single financial record, reminiscences, a few letters, or a book of stock certificates. At least one-third of all the guide entries are "small collections" that can be stored in a single folder; at least half the entries would fit nicely in a document box or two. True, after a century of neglect, the archivist must often be satisfied with fragments, but one of the more important values of an archival collection is its completeness. These remarks are not made to denigrate the Society's efforts to preserve these materials, but rather to point out that the archivist can no longer be a passive recipient of whatever is brought to his door step. In this age of documentary plentitude, he must determine what and how much documentation is necessary to provide future generations with a useful and representative body of records that will document all facets of the State's history and culture--and he must actively solicit this documentation. The Library, with considerable justification, claims it lacks the staff resources to actively collect such documentation, yet if the Society is to meet its responsibility to future generations, it must have a carefully planned and well-organized field service program.

At present, there is no systematic organization for field work. There is no potential donor lead file; no one checks obituaries and other sources of potential leads. And there have been lapses in following up leads. Might not the Governors' Papers now at Missoula have come directly to the Society if the archival staff had been more alert to the availability of this collection?



What field service activity does take place is inefficiently carried out. Field trips are poorly planned. Too much time is spent in driving to and from a visit with a particular donor instead of organizing multi-day field trips during which the archivist extensively works a given territory following up known leads and developing new ones.

Recommendations:

1. The Society's most pressing need is for a full-time archivist to organize and coordinate all collecting activity including the collection of county and municipal public records, library materials, and private papers and records. This staff person should also be responsible for developing a modest oral history program which is part of any comprehensive collecting activity.
2. Even without such a staff person, the Society needs to systematize its field service operation by developing a file of potential donors; by devoting more time to the identification of potential collections; by developing more efficient methods to follow up potential leads; and by giving greater attention to the preparation and organization of field trips.
3. The archivists should thoroughly review their present holdings to identify important gaps in their unpublished resources. More attention must be given to making a careful and representative selection of contemporary materials.
4. As time permits, the staff should identify and compile a list of important Montana archival resources that are held in other depositories outside the State's borders. Microfilm copies of this material should be acquired as needed, or as budgetary considerations permit.

5. There is need for greater cooperation with other institutions such as the University of Montana in the coordination of collecting activities throughout the state. In Montana effective collecting must be a cooperative undertaking as noted in a later section on Interinstitutional Cooperation.

#### Initial Control of Collections:

Wisely utilizing its limited resources, the archives staff has made its first priority to bring all manuscript holdings under initial physical and bibliographic control. In my opinion, this has been a major accomplishment. This emphasis on first establishing preliminary controls has made it possible for the staff to identify most of its holdings and to describe these in a summary fashion in the Manuscripts Collections in Montana Repositories.

In gaining initial control over non-public records the archivists should proceed in much the same manner as outlined for public archives. But instead of an agency file to establish legal custody, the archivists should follow the practice of many manuscripts repositories and establish a donor case file. This file, arranged alphabetically by the name of the donor, includes the following documentation:

1. All correspondence with the donor and notes pertaining to the negotiations for and acquisition of the collection.
2. A standardized deed of gift form. Such a form usually includes the name and address of the donor, a brief description of the donation, the signatures of the donor and the agent of the receiving repository, a statement conveying both the physical collection as well as any literary rights the donor may have in the collection (and often the literary rights he may hold to other material in the repository's collections), any restrictions

the donor has imposed upon the collection as well as special instructions pertaining to such matters as photo-duplication, the return of unwanted materials, and the date by which the collection is to be processed. In some cases it will be necessary to draft special deed of gift agreements. A copy of the deed of gift is given to the donor and thus serves as a gift receipt. Each deed of gift should also be given an accession number. The Montana accession numbering system is quite satisfactory though the Library might consider distinguishing archival from library material by changing the designation L(library) to A(archives) or A&M(archives and manuscripts).

3. A letter acknowledging the donation usually written by the head of the division or of the agency. Some repositories provide their donors with a donation certificate but this is certainly not necessary.
4. Any additional information about the collection, its provenance and organization, genealogical information about family members, and other information that will be of value to the archivist in properly organizing the collection.
5. A copy of any publicity issued about the collection.

Many repositories also keep a donor card file, but, in my opinion, a well-maintained donor case file renders such a card file redundant.

As with public archives, the archivist will proceed to clean and disinfect all manuscript collections; perform a pre-sort, weeding out materials that are duplicates or obviously worthless, and perhaps arrange the records in a rudimentary fashion; rebox material when necessary and mark each box with an

accession number as well as a consecutive box number; enter basic information concerning the accession--date of receipt, donor, brief title of collection, volume and dates of the records--in an accession register or log; prepare a preliminary inventory or box content list and a temporary catalog card and guide entry; and then shelve the material in a stack area set aside for unorganized collections.

Recommendations:

1. The Society now has many, if not all, the components of a donor case file. The staff should consider consolidating this material into a single case file.
2. As a general rule all accessions should first be brought under initial physical and bibliographic control before the more demanding and detailed work of arrangement and description is begun on any collection.

Small Manuscript Collections:

The Society's collections contain hundreds of small manuscript items such as a single bound account book, a personal diary, a single or small groups of letters, and typescripts of various kinds. In the past the Library cataloged this material with a Dewey classification number and then stored the material in either a bank of five 4-drawer filing cabinets in the work area of the main reading room, in map storage cabinets, or on the library shelves. Recently however, the archives staff has set up a manuscripts category called "Small Collections," for items that occupied less space than the smallest document box, usually a folder or two. This system operates much like the pamphlet system mentioned earlier. Instead of a classification number, each manuscript item is given a small collections number, i.e., SC 1, SC 2, SC 3, etc. This, in my opinion, is an excellent example of using an efficient, simple, and

inexpensive technique to replace a more complicated and inefficient one. This system, also provides easier retrieval and, by foldering each item, better preservation of the material.

Recommendation:

1. As time permits, the archives staff should continue to transfer the Library's small manuscript collections into the "Small Collections" file system.

Arrangement and Description:

The staff organizes material in accordance with generally accepted archival principles of provenances and original order unless there is a compelling reason to merge one file of papers with another or to rearrange a file. The archivists have adopted the excellent practice of carefully examining the component parts of a collection about to be processed and drawing up a plan for its proper organization. Before processing a collection, the archivist also checks to see if the Library has previously received and cataloged material which legitimately forms a part of the collection; he then integrates this material into the collection.

There are, however, several areas where improvements can be made in present methods of arrangement and description.

1. Collections are arranged, foldered, and described in unnecessary detail. The professional archivist has been trained to use flexible techniques of collective arrangement and description as an economical and efficient way to organize a large volume of records. Much of the material in the Fisk Family Papers and the Hedges Family Papers, for example, should have been arranged and described in an aggregated fashion. Yet the inventories show that many of these papers were organized in an item by item manner. Item processing is an inefficient use of processing time and results



in unnecessary foldering and container listings that are much too detailed. For example, in a section of the Hedges inventory headed "Legal Documents" the archivist individually foldered and then listed in minute detail twenty-two separate property deeds; this probably took him about four hours. In a matter of minutes these deeds could have been aggregated into one or two folders and simply described as "Property Deeds, 1865-1891." If the researcher were interested in Hedges' land holdings, or more particularly, in a specific land parcel, he could then locate the deed in a matter of minutes. As a rule, it is far better to let the researcher take a couple of extra minutes to locate the precise document he needs, than for the archivist to spend hours or even days preparing item lists that save the researcher very little time. An example of unnecessary foldering caused by an item by item arrangement is box 2 of the Hedges Papers, in which the archivist used 68 folders. If this material had been organized in a collective manner, two or three times as many documents would have been stored in the box and the Society would have saved on folders costs.

2. There is too little appraisal of collection contents and weeding of worthless material, particularly of the Society's numerous business-related collections. Few collections need to be more stringently weeded than financial and accounting records. I briefly examined three voluminous banking collections which contained large amounts of questionable and even worthless records. These included check stubs, cancelled checks, vouchers, invoices, books of original entry; information from these kinds of documents is usually found in a more concise form in general journals and ledgers, annual financial reports, and audit reports. With the assistance of a professional accountant and an expert in the field of business history or economics, the archivists should thoroughly appraise these banking records.



The Guide also listed many collections that appear to be of no value such as blank stock certificate books of the Blackfoot Mining and Milling Company and of the Interstate Mining Company.

3. Duplicate material or material with little or no relevance to the collection is retained. In one collection the archivist retained six identical copies of a speech; one would have sufficed. In another collection under the heading of "Ephemera" the archivist individually foldered 28 newspaper issues and then listed each by title and date in the inventory. If the newspapers did have articles or references relevant to the collection (which the inventory did not indicate) then the article should either have been clipped out or Xeroxed and put in a single folder labeled "Newspaper clippings, 1847-1939." The original newspapers, if not clipped, should have been sent to the Library for possible collation in the newspaper files.

4. Useful techniques, are too often, applied in an inflexible and unproductive manner. The above "Ephemera" file notwithstanding, the archivist have adopted the sound practice of separating from collections such materials as books, pamphlets, maps, photographs, and other non-manuscript materials, particularly when these materials have no bearing on the integrity of the collection. These materials are transferred to the Library section for integration into appropriate files and for more precise bibliographical control. If the separated material is essential to the integrity of the collection it should be listed on a "separations sheet" attached to the inventory; this enables the researcher to know precisely what items were separated from the collection and where he can find them (such items should be marked with the manuscript collection number). But materials that in no way affect the integrity of the collection should not be listed. Nevertheless, the archivists have made minute and time-consuming listings of this non-essential material.

5. The recently created "Separated Materials" file is, in my opinion, an example of misdirected processing priorities. When so many important collections are in need of attention, it is totally unjustifiable for an archivist to alphabetically organize, inventory, item count, and describe in detail postal covers, post cards, and other "glamour items of no patent evidentiary value" which the archivist admits are "non-essential...[but] attractive to collectors." This practice should be discontinued immediately. If the archivist wishes to keep this material for its curiosity or philatelic value, he should put the covers in an envelope, stamp the envelope with the manuscript collection number, and file it in a box marked "Covers and Post Cards."

6. Final inventories are well-organized, attractively formatted, and can be easily scanned by the researcher. The biographies and scope notes are well done though, as I have stressed, the container listing contains too much detail. For example, is an entry "Correspondence, Jan. 3, 1874-Dec. 18, 1874" any more informative than "Correspondence, 1874?" Each folder listing in the inventory (as well as the folder itself) gives a document item count. This is a common practice, but in my opinion it is of little value either to the researcher or as a security measure. Item counting is a luxury. The inventories should have a statement on the provenance of the collection, particularly if previously cataloged material is integrated into the collection.

7. The summary entries in the Guide are adequate though there needs to be greater standardization of format and data elements. The entries indicate if an inventory is available but they should also state whether a collection is organized or unprocessed. Final entries for a more detailed guide, and one should eventually be published, should describe in a more comprehensive manner the types and extent of the records; indicate missing data in the collection;

give a more detailed subject analysis of the records; and list the more significant correspondents in the papers. The processor, at the time he completes the final inventory, should also draft the guide entry; then a detailed guide can be made by simply collating and indexing existing drafts of guide entries. Further this guide entry can be a time-saver in reporting collections to the National Union Catalog of Manuscript Collections; the archivist can simply provide the Library of Congress with a Xerox copy of the entry rather than submit NUCMC reporting forms. Montana should join the many major repositories now reporting their collections in this manner.

Though the basic principles and methods used by the archivists are sound, they too often are applied in a rigid fashion, resulting in a very low output of finished collections. An archivist is not going to describe every collection in precisely the same manner and in the same degree of detail. Rather, considering such factors as the structure of the collection and its potential research value, he is going to use sound judgment to determine how and to what degree the collection is to be arranged and described. He is not going to use an elaborate description when a simple physical description will do quite nicely.

Recommendations:

1. In addition to implementing many of the suggestions in this section, the Division head should conduct a thorough review and time study of arrangement and description techniques and resulting finding aids to determine ways in which the output of final collections can be increased with no sacrifice in the present quality of work.

## REFERENCE AND READER SERVICES

The primary function of the Division is to service the research public. Programs for the acquisition and management of materials are all directed toward meeting the research needs of students, scholars, State officials, genealogists, and the citizens of Montana generally.

Patrons in the reading room are well served. Reader service is quick, courteous, and, judging from patron comment, of a very high order. The search room is well-designed and has a spectacular view of the mountains. The tables specially designed for newspaper research are the best I have seen. Facilities for quick copying and microfilming materials are available though the Library, at present, only handles small requests for photocopying. Capacity for more adequately meeting patrons needs in this area should be increased. The micro-forms "reading area" is quite inadequate as noted below.

When a researcher first comes to use the Division's archival resources, he fills out an excellent researcher registration form and an equally excellent statement in which he agrees to abide by the rules enumerated for the use of archival materials. As with most other systems in the Division, certain improvements are needed in patron registration and reference procedures. A record of daily use should be kept in a daily patron registration book. The Library should also use call slips, and charge out cards should be filled out when archival material is temporarily sent back to a requesting agency. A record should be kept of the number of reference requests handled whether the requests are by letter, telephone, in person, or in-house. The Library should also keep a record of the number of photoduplication orders filled. Such data is needed and important: it provides vital information for program and budget justification; it enables the Library to more precisely identify and serve its research clientele; it assists in determining processing priorities and in determining what additional finding

aids are needed; and it improves security in the use of the collections.

If the researcher is well-served in Helena, the patron who finds it difficult or inconvenient to come to the capital city is not so fortunate, for the Library has a restrictive interlibrary loan policy, currently limited almost entirely to government documents. As recommended earlier, a more liberal lending policy, especially for newspapers on microfilm, would not only render needed service to the State's citizens who support the Society with their tax money, but would help build a broader base of support for the Society's historical resources program.

There is no comprehensive data on the number of reference requests the staff handles or on how much time they devote to such requests; it is, therefore, impossible to determine if a disproportionate amount of staff time is spent in handling such requests. I was told that many requests were very time-consuming. The archivist's or the librarian's duty is to provide information about his resources, to supply data that can be obtained from catalogs, inventories, and other finding aids; but he does not conduct extensive searches in the records for a researcher. As a general rule, most archives-library operations attempt to limit the time spent on individual reference requests to one hour. A researcher requesting more than brief research in the Library's holdings should be sent a list of the names and addresses of competent people in the area who perform historical or genealogical research for a fee.

Obviously, the more comprehensive and up-to-date the Division's finding aids, the less time will be required to answer reference requests. Too often the archivist must spend a disproportionate amount of time on reference activities because he has not spent enough time on the basic archival function of collection arrangement and description.



Recommendations:

1. For better security and the most efficient staff use, all Divisional holdings, including archives and manuscripts, should continue to be serviced through the Library reading room.
2. Current registration procedures and forms should be expanded to provide a daily patron registration book, call slips and charge-out forms. A record of all reference requests should be kept.
3. Provision should be made in the reading room entry area for patrons to check their coats and brief cases before proceeding to the main search area.
4. The handling of reference requests should be thoroughly analyzed to keep such service within reasonable and justifiable limits.
5. The Library needs a better microforms reading area (see recommendation under Space and Facilities).
6. In addition to the finding aids to the Society's own collections, the Library should build up its collection of guides to archives and manuscripts, newspapers, and other historical resources in the surrounding states. This will render a convenient service to patrons working on subject areas that cut across state lines.



## SPACE AND FACILITIES

The Division not only has adequate space for its present holdings but for several years of collection expansion. The Library occupies five stack levels in the original buildings and a large area in the basement of the new addition. This new archives area not only has generous and flexible storage space (98 by 64 feet) but an excellent area for receiving, cleaning, pre-sorting, and accessioning materials, as well as ample room for processing work. In total, the Division has approximately 17,000 square feet of storage area, a figure that compares very favorably with that of historical agencies with similar programs and holdings. The Division, however, is not using this space in the most efficient way. The Library stack areas currently contain much duplicate and valueless material, empty cartons, and several old cabinet relics of a bygone age. The appearance of the stacks and the Library work area is cluttered and unkempt. A general housecleaning is in order, especially on the fifth stack level and in the receptionist-work area of the reading room.

### Recommendations:

#### 1. Archives Area

- a. The area needs to be sealed and painted to solve the cement dust problem.
- b. Air leakage around the doors to the receiving room which has created a considerable frost problem should be corrected.
- c. When funds permit, a fumigator should be installed in the outer archives receiving room. Most fumigators now on the market are very expensive to purchase and operate, but the Vacudyne Corporation will soon have a small, cheaper model better suited to medium-sized library-archives operations.
- d. The two inner rooms in the archives receiving area should be

outfitted for the various phases of initial accessioning.

- e. The lighting in the stack area is adequate but should eventually be improved.
- f. The records of the Largey Lumber Company as well as various series of state records now heaped or piled on the floor should be cleaned, properly accessioned, and shelved.

## 2. Library Stack Levels

- a. Present stack lighting is totally inadequate and should be replaced, particularly on the fifth level.
- b. All public archives should be removed from the library stacks to the archives area, appraised, and accessioned.
- c. Duplicate copies of Society publications such as the Montana Post, magazine galleys, Society Contributions, and other publications should be removed either to the Society merchandise and publications stock room, the archives storage area, or discarded.
- d. Duplicate library materials mentioned earlier as well as the empty boxes found throughout the stacks should be disposed of. In addition, the old-fashioned cabinets located at the foot of the stairs on the third and the fourth stack levels should be discarded; they are practically empty and are of little storage value.
- e. As shelving storage is needed, additional shelving can be added to most stack levels provided there is no weight problem.

## 3. Reading Room and Fifth Stack Level

The work and storage areas on this level are particularly cramped, unattractive, and inefficiently organized. Much equipment and material on this level

could conveniently be placed elsewhere. The staff should analyze and re-examine the present use of this area and draw up a plan for reorganization considering the following:

- a. The utilization of the present genealogy room as a microforms storage and reading area. The present microfilm reading area or "closet" is very cramped and also used for microfilm editing; a more commodious and attractive area is a prime need, for the microfilms, particularly the newspapers, are the Library's most heavily used resources. The genealogy room could accommodate the microfilm cabinets now housed on the fifth stack level as well as the two readers in the "closet" and the microfilm reader-printer now located in the midst of a high traffic area. In arranging the readers in this room, provision should also be made for the use of typewriters. The genealogical collection should be conveniently shelved elsewhere.
- b. The removal of the file cabinets of newspaper clippings and small manuscript collections to further clear the cramped work area near the receptionist.
- c. The provision for better work space in the fifth level stack area. The microfilm camera should be removed to a basement photoduplication lab; the back files of Divisional correspondence should be transferred to the archives; and the old-fashioned legal file cabinets filled with dealer catalogs should be removed. With the exceptionally fine security provided by a single entrance to the stacks and with access limited to staff only, there is no need to maintain the so-called "locked cage" which was opened all the time I was at the Society.

Once these changes are effected, the staff should be able to devise more effective work areas for maps, photographs, state government documents, as well as for the acquisition and cataloging of books and pamphlets.

#### PHOTOREPRODUCTION AND PRESERVATION

##### Photoduplication:

The Society needs adequate photoreproduction facilities for microfilming, photostat copying, still photography, and rapid-copying. Present facilities in this area are minimal; they consist of a single planetary microfilm camera, an antiquated butt-splicer as well as access to an office-copying machine that does not produce copies that meet archival standards for permanence and durability. For the reproduction of its valuable photographs the Society used commercial facilities. Microfilming is done by various staff members as they have time; there are few, if any, quality control procedures to make sure that microfilming meets archival standards. The Society must improve these facilities to preserve its holdings, to copy material on loan, and to provide more effective patron service.

##### Recommendations:

1. One of the Society's top personnel priorities should be to employ a full-time photo-technician to direct its photoreproduction program and administer its photograph collections.
2. The Society should establish a photoduplication laboratory in the basement area of the building. Before setting up such a laboratory, the Division head might find it advantageous to visit some of the better equipped historical society photoreproduction labs, such as the one at the Minnesota Historical Society.

3. The present butt-splicer uses a cement which in time makes the splices very brittle; it should be replaced with a heat-sensitive splicer such as Hercules Presto-seal.
4. The Society should use only those films which meet technical standards for permanent record film (PH1. 28-1957); and the Library should institute quality control checks to see that the image quality, including line and background density, meets archival standards.
5. The Library should use appropriate identification or targeting so that the microfilm may be easily used. These targets should include a standard and attractively-designed imprint of the Society; title and content list of the collection; and the year the collection was filmed. Many institutions film the completed collection inventory following the institution's imprint and the title identification. For large collections, the Library should use targets to identify various segments of the collection, i.e., CORRESPONDENCE, 1876, SPEECHES, 1915, etc. to facilitate reader access to the material on the microfilm roll.
6. The staff should have a literature file on microfilming including Albert H. Leisinger, Jr., Microphotography for Archives (Washington, 1968); and Frank B. Evans, The Selection and Preparation of Records for Publication on Microfilm (Washington, 1970); and the National Historical Publications Commission's guide book for microfilm publications.

#### Preservation:

Apart from microfilming, the Library has no facilities for the repair and restoration of deteriorating and damaged materials. I found books, pamphlets,

maps, and manuscripts all in need of immediate attention.

Recommendations:

1. The Society should provide the Library with a budget for the lamination and rebinding of its more valuable holdings.
2. Microfilming should be used for the preservation of more recent and larger units of materials such as newspapers, clipping scrap-books, and correspondence files with a large quantity of deteriorating manifold or carbon copies. For smaller units or single items an acceptable preservation technique is to Xerox this material using acid-free paper; the toner and other factors affecting the image must be correctly adjusted. Where single items cannot be Xeroxed they should be photostated.
3. Ideally, the archivist should use only acid-free folders. However, these folders are expensive, and many depositories have found less expensive folders with a low acid content to be satisfactory. In ordering folders the archivist should always get manufacturer's specifications on permanence and durability as well as the Ph factor. Publications on permanent papers and other archival supplies can be obtained from the William J. Barrows Laboratory at the Virginia State Library, and from the Society of American Archivists' Committee on Preservation.
4. Bound volumes with loose spines not warranting the expense of professional rebinding can be repaired with a high quality library binding tape.



## PERSONNEL

The Library Division is understaffed in every area of program activity. Further, the staff is underpaid, has insufficient paraprofessional assistance, and lacks depth of professional experience. In spite of these major drawbacks, the Society has been fortunate in assembling a dedicated and hard-working staff of professionals who have generally done a commendable job of upgrading many divisional activities.

Education, Training, and Professional Development:

The division head, recognizing the staff's lack of experience, has encouraged them to attend training institutes and symposia, to inspect other historical agency operations, and to participate actively in the professional organization serving their particular field of interest. The importance of professional involvement has been underscored by the director of the American Association for State and Local History: "the development of strong and efficient programs in the historical society field," he writes, "virtually requires staff members to attend professional meetings, learn about new techniques, and keep pace with their colleagues in other societies." Unfortunately, the staff has not always taken advantage of the opportunities provided by the Librarian.

Recommendations:

1. The staff should increase its professional stature through membership and active participation in professional library and archival organizations, and through attendance at special institutes and conferences relating to their field of interest.
2. The staff should regularly review current periodical and other literature in their areas of specialization to keep abreast of recent improvements in methods and techniques. Also, the Division should develop a comprehensive literature file dealing with all aspects of the administration of historical resources.

Salaries and Professional Advancement:

The Society's salary structure is a matter of great concern both as a matter of equity and of attracting and retaining qualified personnel. Salaries are substandard for every professional position, but particularly for the top administrative and supervisory personnel. Indeed, the major factor depressing other salaries is the modest salary paid the Director, which is currently less than that paid many of the state archivists listed in appendix A and from \$5000 to \$15,000 lower than that paid many historical society directors. In turn, his salary limits the salary level of division heads and other professionals.

In addition, there is an insufficient spread (\$3200) between the salaries of the lowest paid archivist and the head of the Library Division. This situation makes it not only difficult to attract experienced and qualified personnel, but it also gives junior staff members little economic incentive to remain with the Society for any prolonged period of time. It certainly makes it easy for other institutions to raid the Society's staff for qualified people. The current salary situation also may have an adverse affect on staff morale and loyalty.

In this area another corrective measure is needed: that of graduated position ranges for professional staff to reward both excellent performance and faithful service.

Recommendations:

1. The Board of Trustees with the support of the head of the Department of Education must make every effort to get a more equitable and competitive salary scale for the Society. The Director's salary should be raised immediately to a minimum of \$20,000 annually. Division heads' salaries should be in the \$15,000 range.

2. Below the division head level, the Director should establish three ranges of library and archival positions: a beginning or apprentice position of Archivist and Librarian I; a junior position of Archivist and Librarian II; and a senior position of Archivist and Librarian III.

#### Efficient Utilization of Personnel:

Though the staff is over-burdened in all program areas, I noticed several instances of inefficient and unproductive use of staff time and effort; there is, however, virtually no method of measuring staff efficiency. As I have indicated throughout this report, the Division collects remarkably little data from which quantitative and qualitative judgments can be made about program and staff activities. For example, the Division has no position analysis reports in which a staff member describes his various duties and the percentage of time he allocates to each. Without such data it is difficult to detect fragmentation and overlap of functions as well as staff inefficiencies.

Also, there are too few meetings of the staff with the Division head to discuss program problems, objectives, and implementation.

#### Recommendations:

1. To more effectively organize the staff as an efficient work force, the Division head should require annually from each staff member a detailed statement of his activities and how much time he allocates to each activity. The Division head also needs to delineate more clearly individual staff duties and responsibilities. A position description statement, clearly spelling out duties and responsibilities, should be prepared for each staff position.

2. The Division head needs to monitor staff activities more closely and to meet more frequently with staff to discuss problems, methods, and goals.

Additional Personnel Needs:

The present staff is totally inadequate to carry out present program responsibilities. Throughout the report I have indicated what I consider to be the Division's major personnel needs. These are:

1. The appointment of a well-trained and experienced archivist who will also serve as the head librarian and have responsibility for all divisional programs. Requirements for this position should be kept flexible. They might include a doctorate in history or one of the social sciences; considerable familiarity with library principles and procedures; at least four years of successively more responsible archival experience, preferably in a major institution which administers both public archives and manuscripts; and the ability to meet the public in a confident fashion, speak effectively, and write well.
2. An archivist to organize and direct the Library's field service program. The Society's low level of activity in all phases of collection building dictate that this position be given the highest priority in the additional personnel category.
3. Paraprofessional assistance. The lack of adequate paraprofessional help limits the effectiveness of the professional staff, which currently performs many routine tasks, including paging, typing inventories, and routine processing such as folder replacement,

staple removal, and box labeling. This lowers not only the efficiency of the staff, but also the intellectual level at which it works. Further, the Division pays dearly when professionals do non-professional work; ideally the Library should maintain a one to one or even two to one ratio of paraprofessionals to professionals. To stretch its financial resources, the Division should continue to make use of the federal work-study program as well as permanently allocating funds for part-time students or other paraprofessional help.

4. Photo-technician to head up the Library's photoduplication program and to administer the photograph collection.
5. An additional assistant archivist. The current records inventory and the upgrading of field service activities should result in a greatly increased number of accessions. To keep up with this increase the Division will need an additional archivist.
6. An additional assistant librarian to develop necessary bibliographic controls and a preservation program for the Library's maps, pamphlets, and other special collections. This person is also needed to prepare such finding aids as the proposed guide to newspapers.

## BUDGET

The budget increases in recent years are a tribute to the Society's Director. Nevertheless, the Division operates well below the archival poverty line, a fact verified by the budget statistics in the Directory of State and Provincial Archivists, 1971 (Nashville, 1971), pp. 94-102. There is, however, a relatively small differential between the Society's budget requests and the final Legislative appropriations. This probably represents careful budget planning and preparation; it also may indicate that the Society has been a bit conservative in its budget requests.

Neither has the Society been very active in seeking federal, state, and private grants to underwrite special archives-library projects or programs. Nor, to my knowledge, has it ever asked a major donor for financial assistance in the processing of his papers as many other institutions do. The Society should more carefully and systematically explore the above sources of potential funds.

Montana, like most other states, is now faced with the simultaneous problems of the need for additional revenues and a tax payers revolt. Though the Society expects to receive little or no additional increase in their Legislative appropriation for the coming year, it must make a strong case for the following increases in the Library's budget:

	<u>1972-73</u>	<u>1973-74</u>	<u>1974-75</u>
1. <u>Personnel</u>			
Field Service Director	\$11,000	\$11,600	\$12,300
Photo-technician	7,600	8,000	8,400
Paraprofessional aids	8,000	9,000	10,000
Archivist I (Processing)		8,200	8,700
Librarian I		8,200	8,700
Salary overhead (15%)	3,990	6,750	7,215



	<u>1972-73</u>	<u>1973-74</u>	<u>1974-75</u>
2. <u>Documents Restoration and Binding</u>	\$ 2,000	\$ 2,500	\$ 3,000
3. <u>Travel (field service)</u>	<u>1,000</u>	<u>1,500</u>	<u>2,000</u>
TOTAL	\$33,590	\$55,750	\$60,315

## INFORMATIONAL AND PUBLICATIONS PROGRAM

The Library needs a carefully planned and diversified publications program to make its holdings and services known to potential users; to more effectively provide for the acquisition of historical resources; and to interpret its archives-library program to the research community and the general public. In some of these areas the Division is doing a fine job. Excellent articles on the collecting of archival materials and on the care and arrangement of archives have appeared in the Montana Post; a summary guide to the Division's archives-manuscripts holdings has been published; and publicity releases have been prepared for major acquisitions. As mentioned earlier, the Library plans to issue a guide to its newspaper holdings and update the guide to archives and manuscripts. In addition the Division needs:

1. An attractively designed brochure briefly summarizing its holdings and describing the services offered by the Division. This leaflet should include a statement on the days and hours during which the collections may be consulted and other information for the convenience of researchers who may come from a distance.
2. An illustrated brochure for use in collection solicitation describing the types of material the Society collects; the importance of preserving such material as part of Montana's documentary heritage; and the kind of care and preservation the material will receive at the Society. An excellent example of this type of brochure is the one issued by the University of North Dakota.
3. A brochure or manual dealing with county and municipal records, giving the statutory requirements concerning the disposition of these records and the services the state archives can offer in inventorying, accessioning, servicing, and preserving local public

records of permanent value. A similar manual might also be prepared for state governmental agencies.

4. The Society should resume the practice of printing a biennial report which was discontinued after 1968.

INTER-INSTITUTIONAL COOPERATION IN THE COLLECTION, PRESERVATION, AND  
DISSEMINATION OF HISTORICAL RESOURCES

Institutions in Montana are attempting to cooperate in the collection, preservation, and use of the State's historical resources. This state-wide cooperation stands in strong contrast to the many states in which inter-institutional rivalry is the norm.

Recently a group of professors of history, archivists, and librarians formed an organization, "The Council to Preserve Montana History," "to collect, preserve and make optimum use of historical materials on a warmly cooperative basis;" to publish a newsletter informing the research community of recent acquisitions in library and archives materials and of historical research in progress; and to update the guide Manuscripts in Montana Repositories. The Council is also considering a proposal for a cooperative state-wide manuscripts collecting program; a similar program in oral history; and the possibility of a network of Montana archival repositories which would permit the temporary transfer of manuscript collections from one unit to another.

Recommendations:

1. The Society, as the State's major historical resource center, should take the lead in further developing the cooperative objectives proposed by the Council. This must be done to meet the research needs of the academic community and to make more efficient use of the limited staff and financial resources the state has to expend on archival activities.
2. As a first step, the Society, as recommended throughout this report, should broaden its interlibrary loan policy to make most of its published and microfilmed holdings, particularly its state-wide collection of newspapers, available to Montana's institutions of

higher learning. In the past the Library has objected to such a loan policy on the grounds that researchers in Helena might be temporarily inconvenienced; yet registration statistics for the past year (approximately 100 registrants) do not indicate that this would often be the case. In contrast, the State Historical Society of Wisconsin loans all its newspapers on microfilm and practically all its published holdings to any library in the United States; it also serves as the principal historical resource center for the 13 campuses of the University of Wisconsin with more than 200,000 students. Although the Society handles over 3000 interlibrary loan requests a year, the librarian reports that researchers in Madison have little or no problem in getting the research materials they need.

Again, I cannot emphasize too strongly that the Montana Historical Society must become more service and use oriented; it must participate in programs involving shared resources. Such a policy is not only its responsibility and duty; it is a sensible use of material in a period of economic stringency; it is a policy that can only enhance the usefulness and prestige of the Society and gain the Society much needed support throughout the state.

3. The Governors' Papers now at the University of Montana are public documents that rightfully belong with the State's public archives. It is my understanding that the University has agreed to organize and return these papers subject to certain conditions of access.
4. Manuscript collections now split between two or more archives should be brought together in a single repository, since split collections

not only impair the integrity of the collection but also create unnecessary hardships for the researcher. One of the objectives of the Council should be satisfactory resolution of such situations.

5. The guide Manuscripts in Montana Repositories should be updated periodically as planned. The revision should be indexed and for many entries the subject content analysis should be expanded. The Council should consider issuing the next edition of the guide in a format that will facilitate the addition of new entries without requiring reprinting.
6. The Society should act as a center for the coordination of manuscript collecting activities in the State and serve as a clearing house for information about potential collections and donor negotiations. Such a center can provide for more systematic collection of material; prevent competition for specific collections; utilize archival personnel at a particular institution to follow up leads in the institution's region; and determine, in consultation with other institutions represented by the Council, the most suitable depository for a given collection taking into consideration such factors as the wishes of the donor and the regional or state-wide significance of the collection. Such cooperation and coordination should also stem the flow of important manuscript collections to repositories outside the State's boundaries.

A program of cooperative manuscripts collecting in no way obviates the Society's needs for a full-time field service director; in fact, it is all the more reason that the position should have the highest priority.



7. The Council members should thoroughly study the state archival network concept as a means of achieving "optimum use of historical materials on a warmly cooperative basis." Such networks are composed of the state historical society and regional units at the state universities; they provide for the temporary transfer of manuscript collections, regardless of ownership, from one unit to another as research needs dictate; and they are used to preserve and administer county and municipal public records. Such a system, in my opinion, is well suited to the needs of a small state with a limited number of archival repositories. And, if the experience of Wisconsin is any guide, the network will not only greatly facilitate historical research at the university level, but also increase the use of many manuscript collections which now are seldom used. In addition to the Wisconsin network, the Council should also examine the Ohio Network of American History Research Centers.

APPENDIX A

SELECTED STATE ARCHIVAL SALARIES --JULY 1, 1971

	<u>California</u>	<u>Illinois</u>	<u>Maryland</u>	<u>Michigan</u>
State Archivist	\$12,576 - 15,276	\$19,212 - 26,712	\$20,600	\$11,671 - 15,180
Archivist IV	- - - - -	\$14,376 - 19,845	\$12,852 - 16,885	- - - - -
Archivist III	\$10,440 - 12,696	\$12,900 - 17,820	\$ 8,778 - 11,533	\$ 9,793 - 12,486
Archivist II	\$ 9,036 - 10,980	\$10,548 - 14,544	\$ 7,979 - 10,483	\$ 9,020 - 11,400
Archivist I	- - - - -	\$ 8,712 - 10,928	\$ 7,254 - 9,532	\$ 7,850 - 9,815
	<u>New Jersey</u>	<u>Ohio</u>	<u>Wisconsin</u>	
State Archivist	\$16,244 - 21,116	\$12,220	\$19,080	
Archivist IV	\$14,031 - 18,243	- - - - -	\$12,204 - 15,180	
Archivist III	\$12,121 - 15,757	\$ 9,000 - 11,000	\$10,356 - 12,912	
Archivist II	\$10,470 - 13,614	- - - - -	\$ 8,820 - 11,028	
Archivist I	\$ 9,044 - 11,756	\$ 8,000 - 10,000	\$ 8,244 - 10,176	

ARCHIVIST SERIES

This series is intended to classify positions involved in the professional aspects of processing, accessioning and cataloging manuscripts and archives and related reference work utilizing these documents.

I. GENERAL STATEMENT

Archival work involves responsibilities for public records which form a history of the organization, functions, policies, practices and other activities of government (in this case, state and local) and have retention value. An archivist evaluates these records, decides which ones have historical value, preserves and arranges them and makes them available for public use. \*

In this state, similar functions are also performed by persons in the archivist series related to another type of document, namely manuscripts. Manuscripts are written documents which give evidence of the life and deeds of private individuals. The procedures involved in processing, accessioning and cataloging manuscripts are similar enough to that involved in archives so that persons in this series can be used interchangeably between archives and manuscripts activities. No separate classification need be used to describe, for example, manuscripts processors as opposed to archives processors.

II. EXCLUSIONS

Positions which involve the use of archival material as a research reference, where the prime responsibilities are the results of the research. These positions are properly classified in the appropriate subject matter specialty, e.g. Historian.

III. JOB DESCRIPTIONS

## ARCHIVIST I (SR1-9)

This is primarily a training level. The work is performed under close supervision and assignments are given to acquaint the employe with the policies and procedures of the organization and to develop his archival and manuscripts skills. The decisions involved at this level are limited and routine. The work involves routine sorting, unfolding, cataloging, accessioning and processing. Toward the end of the training period, archivist at this level begin to make decisions relating to whether an appraisal is necessary and what type of arrangement and inventory is best. These decisions are made within established guidelines.

## ARCHIVIST II (SR1-10)

This is the journeyman level although it may be used as an entrance level for persons with advanced qualifications. Employes in this class may be "generalists" in that they handle all types of archival work or they may specialize in a particular aspect of the process, e.g., cataloging, processing, etc. The "specialists", however, have little program responsibility in terms

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\* The Archivist at the state level has the assistance of a committee in determining which public records to keep. The non-archivist members evaluate them from the legal, accounting and records management points of view.

of establishing policy which would have an important impact on the work of the whole organization. These "specialists" may establish standard practices which should be followed by others in carrying out their jobs as they relate to the specialists' responsibilities (processing, cataloging). If these practices are important, however, they are approved by superiors before they are implemented. It is possible at this level for an employe to concentrate his work in archives or manuscripts.

At this level, an archivist functions in his field work with limited supervision and makes most of the decisions as to which documents to keep and which to discard.

Employes in this class need little supervision in deciding, for a collection, which of the established practices should be followed in cataloging and accessioning. They further carry increased responsibilities for research activities (although these activities are a small part of the job) related to assisting scholars, staff members and the public in the use of the collections.

#### ARCHIVIST III (SR1-12)

Employes in this class carry program responsibilities. They are responsible for supervising the activities of a major unit and for developing operating procedures and practices. Major policy decisions are subject to the review of the State Archivist. Normally, the supervision of professional assistants is characteristic of this level. It is conceivable, however, that in a new or rapidly expanding program, the individual in charge would have no assistants, although the overall responsibilities would warrant allocation to this class.

Employes in this class answer questions relating to difficult problems in records appraisal, accessioning, records arrangement and description, and reference services. In addition, they carry responsibility for developing finding aids and practices in accessioning, records arrangement and description.

#### ARCHIVIST IV (SR1-14)

This is the top administrative level in the series below the State Archivist. Employes in this class carry responsibility for developing programs and policies which will have a significant impact on the overall operation of the entire unit. The responsibilities of this class also involve the review of suggestions from subordinates for changes in policies and practices and only a few of these are referred to the State Archivist for further pre-implementation evaluation. In isolated instances, allocations to this class can be made of positions which do not involve the administrative duties described above. In this case, the employe carries responsibility for developing a major program (usually a major new function, program or service which the organization previously did not perform). This program development carries with it responsibilities for making initial contacts with prospective donors to the collection, the selection of whom should be contacted, and which items in the selection to keep. Employes in this class are also responsible for setting many of the policies relating to the accessioning, arrangements and use to which the collection can be put.

Necessarily, the number of positions allocated to this class will be very small compared to the total number of professional positions in the entire archives and manuscripts unit.



## STATE ARCHIVIST

This is the highest level in archival work in the state. This person in this class functions as the State Archivist and, as such, is responsible for the state's archival program. The work involves determining, through research and consultation, which state records have sufficient evidential and informational value to justify retention. (He has the assistance of the inter-agency committee described in the footnote on page 1.)

The work also involves the development of new programs and techniques which will improve the archives and manuscripts programs of state and local units of government.

The work is subject to review by the director of the agency of which the archives unit is a part, through periodic reports and consultation as necessary.

### IV. EXAMPLES OF WORK PERFORMED

#### ARCHIVIST I

As this is primarily a training level, the tasks performed are similar to those performed at the journeyman level, except they are done under much closer supervision.

#### ARCHIVIST II

Processing is the method by which manuscripts and archives are prepared for use by researchers, the public, etc. Generally this procedure involves the following tasks:

Sorting and organizing the papers; becoming familiar with their contents; determining which records should be retained; preparing a shelf list or inventory; organizing the material usually by grouping into subject headings or according to set record groups and series for archives; arranging the collection and identifying it; preparing catalog cards or inventories to the collection.

Perform routine reference and research activities in the collection for persons requesting assistance.

Assist various state agencies in inventorying and appraising public records and in removing the records.

Accessioning unprocessed collections which includes making a donor and subject card, boxing, labeling and storing the collection until it can be processed.

Supervise the work of temporary and part-time assistants and beginning level archivists.

#### ARCHIVIST III

Supervises the inspecting, receiving, sorting, classifying, conditioning, accessioning, filing, cataloging, calendaring, indexing and repairing of archival materials.

Assumes primary responsibility for historical research on archival problems and handles the more difficult requests.

Edits archival articles, calendars, indexes and collections.

Prepares archival materials and makes them available to qualified users.

Plans, assigns and directs the work of assistants.

Sets workload priorities, assigns staff to projects as needed and assumes responsibility for training assistants.

Evaluates collections to determine their monetary value.

#### ARCHIVIST IV

Makes initial contacts to locate and obtain source materials for new and expanding collections.

Works with prospective donors to determine what materials should be in the collection and to work out details on any restrictions placed on the materials.

Accession all materials donated and return or approve the destruction of all unretained materials.

Develops policies and practices, subject to the agency head's review, affecting major collections.

Plans and conducts special research assignments and other projects related to the promotion, expansion and use of major collections.

#### V. QUALIFICATION STANDARDS

##### ARCHIVIST I

Knowledges and Abilities Required Ability to do research and aid others in locating desired material. Ability to plan and systematically organize work. Ability to establish and maintain effective working relationships and to deal with the public.

Training and Experience Required Training equivalent to that achieved through attainment of a bachelor's degree in one of the social sciences or humanities.

##### ARCHIVIST II

Knowledges and Abilities Required In addition to the knowledges and abilities required at the I level:

Knowledge of American history and/or government with an emphasis on state and local units. Knowledge of archival organization and procedures. Ability to plan and supervise the work of assistants.

Training and Experience Required Training equivalent to that achieved through attainment of a master's degree in one of the social sciences or humanities, preferably in American history or government.



### ARCHIVIST III

Knowledges and Abilities Required In addition to a more thorough understanding of the knowledges required at the II level, and the same skills:

A thorough knowledge of reference materials, classification plans and the care and use of archival materials. Demonstrated ability to work with and be accepted by members of the university community.

Training and Experience Required Training equivalent to that received at the II level and one year of pertinent archival or manuscripts work.

### ARCHIVIST IV

Knowledges and Abilities Required In addition to the knowledges and abilities at the III level:

The ability to develop programs, policies and procedures in a large archival unit. Ability to conduct complex research projects and carry them through to completion.

Training and Experience Required In addition to that required of the III level, two years of pertinent archival or manuscripts work where the person demonstrated successful program development or administrative abilities.

### STATE ARCHIVIST

Knowledges and Abilities Required Similar to the Archivist IV except that a broader technical knowledge of archival work and more administrative abilities are required.

Training and Experience Required Training equivalent to that achieved through attainment of a doctorate in the social sciences or humanities with a minimum of a minor in archival service and two years of archival work in which the person demonstrated successful program development and administrative abilities.

765  
SR1-9  
1-10  
1-12  
1-14  
1-15

